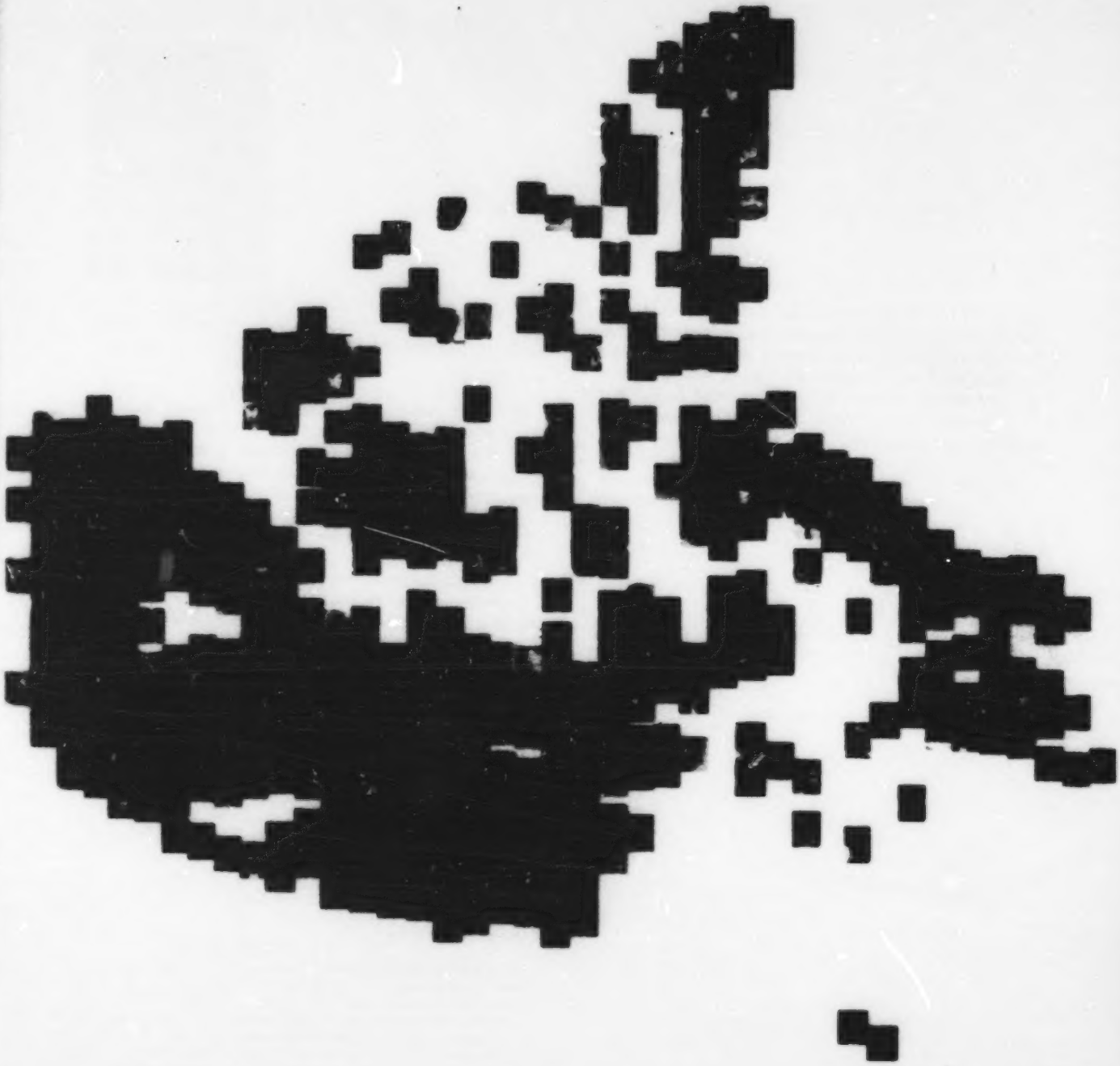
Northwest
Territories Canada



Priorities
Government of the Northwest Territories
May, 1983

Priorities
Government of the Northwest Territories
May, 1983

Acknowledgements

Research: Gail Joyce

Design: Robert Butler

Photo Credits: Baffin Regional Council: p.44 c.r.; Sid Cupido: p.27; Peter Kryszkiewicz: p.24; Tessa Macintosh: p.9, p.11, p.12 u.l., u.r., bottom, p.18 bottom, p.34 u.l., c., bottom, p.34, p.44 c.l., bottom, p.47; Native Communications Society: p.32 c., c.r.; Nick Newbury: p.34 c.r.; Northern Canada Power Commission: p.38 u.r.; NWT Housing Corporation: p.22 c.l., c.r., bottom; Prince of Wales Northern Heritage Centre: p.12 c.; Lee Selleck: p.18 c.l., p.21, p.41, p.44 top; Lorne Smith: p.32 u.l., p.38 bottom; Bill Stewart: p.12 c.r.; Thebacha College: p.16 u.l., c.l.; Bob Wilson: p.15, p.12 u.r., c.r., bottom, p.18 u.l., c., c.r., p.19, p.29, p.32 c.l., p.22 u.l., u.r., bottom, p.38 u.l.

Published by the Department of Information
Government of the Northwest Territories

MESSAGE FROM THE LEADER

It is with pleasure that I am able, on behalf of the Executive Committee, to present the document "Priorities" in which guidelines for government decision-making to the year 1985 are outlined.

The nine priorities are presented under three headings: Human and Social Development, Economic Development and the Development of Government.

We believe that decisions made on priorities will enable the government to strike a reasonable balance between the demands for economic and social change in keeping with contemporary Canadian society and the demands to preserve traditional social and cultural values and life styles.

The government recognizes that resource development and the introduction of modern communications technology will be major factors in molding a new Northern society. The challenge faced by our government will be to ensure that real and lasting benefits are secured for present and future generations and that costs are minimal.

It is our hope that the next few years will bring about major changes in the perceptions held by Canadians about the North as a result of its growing political and economic importance. However, if this hope is to be realized all Northerners must share in the pursuit of a consensus on the political future of the North.

Achievement of the goals expressed in the priorities will not be secure if the government acts alone. Success will be dependent on the commitment and support of the Legislative Assembly and the public.

G. Braden

George Braden,
Leader of the Elected Executive

INTRODUCTION

The North is Now. It is also the Future.

Confronted with great change, the North and its people have reacted and are adapting. This is a time of transition, a time to assess present problems and plan for the future. It is time for the North to set priorities.

With the announcement in November 1982 of new federal directions concerning approval-in-principle of division, intention to introduce a formula basis for financing government services in the Territories and a discretionary fund for expenditures resulting from resource development, the Northwest Territories looks forward to more responsible government and to more autonomy.

The Northwest Territories constitutes 30% of Canada's land mass, but less than 1% of Canada's population and gross domestic product. The Territories small multilingual population of under 46,000 is scattered in 65 communities, most of which are remote and isolated by limited transportation facilities. The economy, based on primary resources, is a mixture of non-renewable resource extraction and traditional land based activities. However, no agency has influenced social and economic conditions in the North more than government.

The activities of government have such a wide effect on Northern society and economy that government must take great care to ensure it is accountable to the citizens of the North. Government has provided Northerners with services such as roads, schools, and hospitals, and pays over 50% of total wages and salaries.

The Government of the Northwest Territories recognizes that Northerners want to control the kind and rate of development in the North, rather than be controlled by it; that Northerners want to influence the direction and pace of change.

In response to the concerns being expressed by the people through their elected representatives, the Government of the Northwest Territories has identified nine priorities concerning human and social development, economic development and the development of government. Together, these priorities define the direction of the government; separately, each recognizes the importance of education to enable more Northerners to participate in planning for the future. The priorities are:

Revive Native Languages and Preserve Northern Culture

Official recognition and support for individual and community desires to revitalize native languages and promote traditional and contemporary forms of culture unique to the N.W.T.

Education

Implementation of the recommendations of the Special Committee on Education as adopted by the Legislative Assembly.

Individual and Community Well Being

Preservation and enhancement of quality of life in Northern communities.

Housing

To enable N.W.T. residents to obtain adequate and efficient housing for themselves in a manner and style in keeping with their needs and desires.

Cost of Living

Assistance to Northern residents in coping with the high cost of living.

Resource Development

Balanced development of renewable and non-renewable resources, ensuring that benefits from development accrue to the N.W.T. in the form of gainful employment and revenue while preserving the natural and social environment for present and future generations.

Energy

Encouragement of energy conservation practices and balance in the development of an efficient energy system which optimizes the utilization of existing energy sources.

Constitutional and Political Development

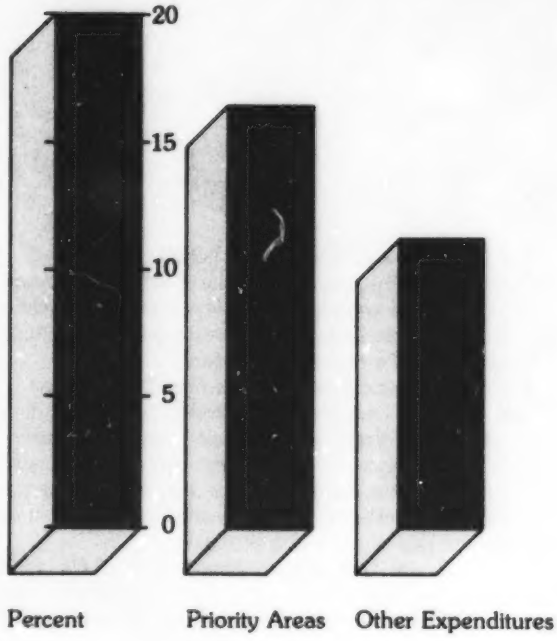
Development of a consensus on the form and style of future government and division of the N.W.T. that will ensure the establishment and protection of aboriginal rights and the increased political autonomy of people and their government in the N.W.T.

Improved Government Performance and Public Accountability

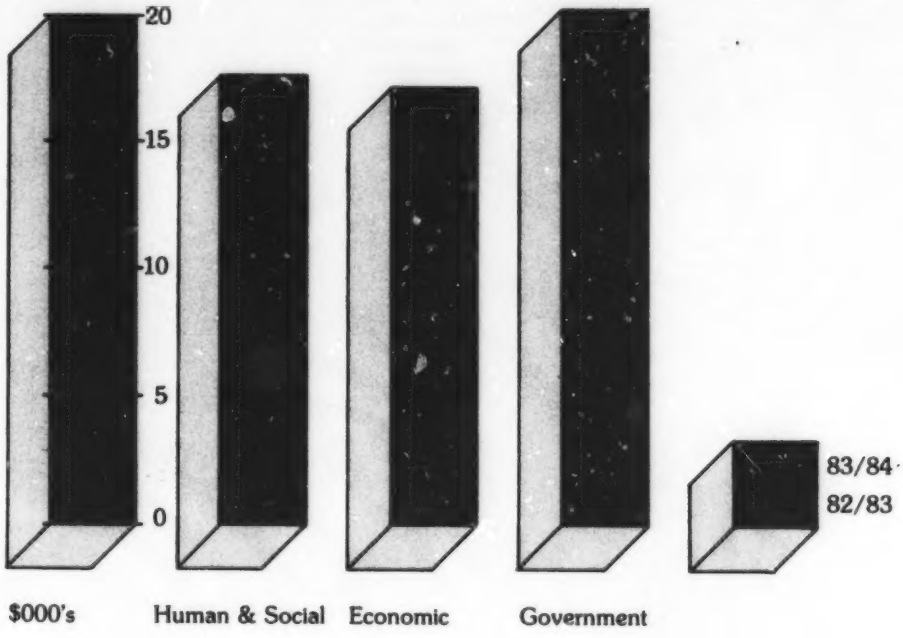
Continued development and refinement of government practices and information systems in keeping with the development of the N.W.T. towards responsible government and the need to account to the public and to the Assembly on the activities of government.

To achieve these priorities the Government of the Northwest Territories has reallocated resources, and has provided additional funds for new initiatives. The government has increased the resources allocated to priorities in 1983-84 by $7,690,000, a 16% growth over the resources allocated in 1982-83. In comparison, the growth in the total expenditures of the Government of the Northwest Territories was 11.5%. Through this effort the resources allocated to the three priority sectors: human and social development, economic development and development of government, are in balance; each sector has been allocated approximately 1/3 of the total resources for priorities.

Budget Growth
Fiscal Year 1983-84 compared to Fiscal Year 1982-83



Comparison of 1982/83 and 1983/84 Resources Allocated to Priority Areas



HUMAN AND SOCIAL DEVELOPMENT

The priorities of language and culture, education, individual and community well being, housing and cost of living address the concerns of people for human development and social well being.

As a result of the advance of the wage economy and the strong influence of contemporary Canadian society, the unique languages and cultural identity of Northern people are increasingly being threatened. The Government of the Northwest Territories is actively promoting the revival of native languages and preservation of Northern culture through language research. Such research will contribute to the documentation of the culture of the Inuit and Athapaskan language groups, as well as provide the basis for further school curriculum development and the ability to deliver education programs in the language of the community.

The Government of the Northwest Territories recognizes that external changes have affected the health and social conditions of individuals and communities. Improving health care in communities, promoting healthy life-styles and improving judicial services and housing are government priorities. The provision of housing, an issue in many Northern communities is being reviewed and programs changed or developed to enable more N.W.T. residents to become home owners, and to provide incentives to live independent from government.

Through the priorities of human and social development, the Government of the Northwest Territories is expanding the opportunities for Northerners to preserve their heritage as well as prepare for the future.

Revive Native Languages and Preserve Northern Culture

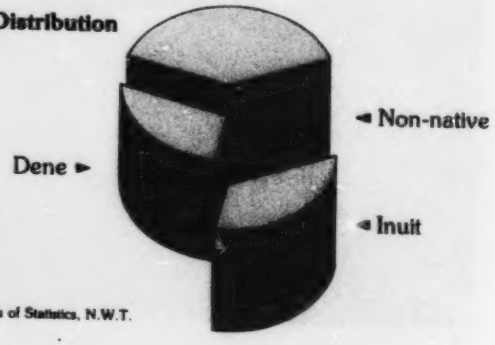
The Inuit and the Dene comprise 56% of the population in the N.W.T. and a native language is the first language of half of the students enrolled in schools. The Inuktitut program, developed for kindergarten to grade three, is the most advanced native language program being taught in the school system; programs and curriculum materials are just being developed in Dene languages and Inuvialuktun. The need for research and development is urgent to keep native languages alive and preserve the unique Northern cultures for future generations.

Dene drummers accompany a traditional hand game in Rae.

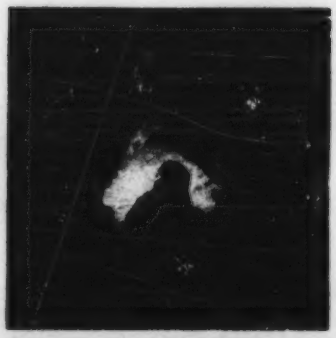
The Government of the Northwest Territories will provide financial assistance and support to achieve the goals of the priority of language and culture, but these goals are only attainable with the desire and commitment of individuals and communities in the North.

"If the language and culture is going to be developed, it must be done by non-political organizations."...Tagak Curley, MLA for Keewatin South.

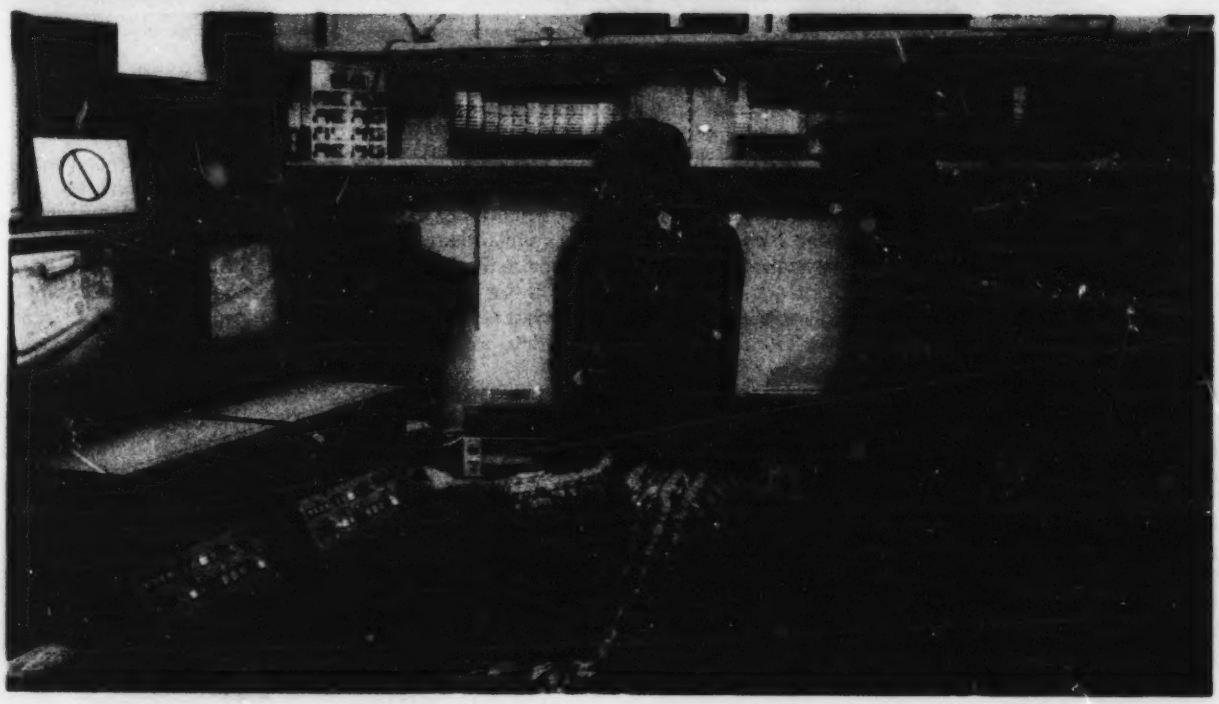
Ethnic Distribution



Source: Bureau of Statistics, N.W.T.



Traditional culture includes carving such as soapstone work done by Kumukuluk Saggiak, Cape Dorset, and tanning of moosehide, Old Town Yellowknife. A display of Inuit culture is shown at the Prince of Wales Northern Heritage Centre. Margaret Vandell instructs in the Slavey Language at Fort Providence. Snookie Catholique and Tony Buggins Dene interpreter/communicators are instructed by Gary Milligan in audio visual techniques.



Encouraging the Development of Native Languages

The importance of language was raised at the first session of the Ninth Assembly and was later declared a priority.

To reflect this priority, the Government of the Northwest Territories proposes to develop a language policy to regulate government use of all native languages, and a native employment policy to promote the employment of native and bilingual Northerners.

To increase the use and understanding of native languages in government, the Language Bureau in the Department of Information was expanded to include eight Dene language Interpreter/Communicators and the 83-84 budget of the Language Bureau was increased by 30%. Because some dialects are not yet developed as written languages, the services include communication through the use of tapes and pictures. The development of such audio-visual material will greatly increase the government's ability to provide information to residents across the Territories.

The expansion of multi-lingual communications, however, is dependent on language research and development. In 1982 the Territorial Government continued the development of curriculum and support materials for native language instruction, and introduced a grant to encourage students to undertake study in their own language and assist persons wishing to learn a second language.

Recognizing the urgent need for language research and development, the Government of the Northwest Territories introduced an Indigenous Language Development Fund providing $3 million over three years to community, regional and special interest groups to support native language development. This program will provide the foundation for a Territorial language policy and will provide information for language dictionaries, interpreter training manuals and school curriculum materials.

The development of native languages in the Northwest Territories varies greatly. Recently the government increased programing in Dene languages but the linguistic and development work has only just begun. A Roman orthography has been developed for three dialects of North Slavey and for Loucheux, and is being developed for Dogrib.

The Athapaskan or Dene languages will be considered first for language research and development funding. Research in Inuvialuktun will also be supported to reverse the dramatic decrease in the use of Inuvialuktun identified by the Inuvialuit Language Commission. Resources are urgently required by these two language groups to enable language restoration. In comparison Inuktitut is well established as the first language in the Eastern Arctic. As a result, although Inuktitut will be included in the language development project, the Dene languages and Inuvialuktun will have priority in basic research and in the development of materials for school programs.

At present the Northwest Territories is expanding the Inuktitut curriculum from kindergarten through grade three to grades four through six. The Minister of Education, Dennis Patterson, has arranged for Greenlandic school texts to be printed in Inuktitut for these grades.

Promoting Northern Culture

A cultural development policy is being developed to promote unique Northern cultures and to coordinate the culturally related services provided by the government.

The Government of the Northwest Territories, through cultural enrichment programs in schools, financial assistance for cultural activities, the Northern Heritage Centre and library services, is currently providing over $3 million annually in support of Northern culture.

The government has strived to offer school programs which reflect the cultural aspirations of the community. Cultural enrichment programs ranging from language to the development of traditional skills are being offered in all Territorial schools at the discretion of the local education authority. The Department of Education, under the direction of the Minister of Education, Dennis Patterson, is determined to increase the relevance of education in communities across the North. The task force implementing the recommendations of the Special Committee on Education, as adopted by the Legislative Assembly, is developing a proposal to achieve this goal.

The government also promotes Northern culture through the development and support of film productions, Northern publications and community radio stations. The Native Communications Society's production "The Last Mooseskin Boat", supported by the Territorial Government, is now being translated in all Dene languages. Films and Northern publications, such as the Inuit and Dene Traditional Life series, help to promote traditional cultures, while government grants to community radio stations contribute to present-day cultural development.

The government is increasing financial support and technical assistance for cultural activities to respond to increased community demands. The financial support for the cultural events of the Northern Games Association and the Dene Games Association has doubled in the last year and the Territorial museum has increased technical support for community projects in addition to providing community museum contributions.

The Prince of Wales Northern Heritage Centre is the major Territorial agency for the preservation of the cultural heritage of the North. The centre also assists regional and community museums in collecting and preserving objects and information. The centre has prepared three travelling exhibits for schools and communities across the Territories and continues to provide on-the-spot technical assistance.

Responding to community needs in library services the government provides print and non-print materials in native languages and supports Northern writers. The Territorial library system will benefit from the native language research being conducted by the Department of Education, and the museum's work on oral history tapes.

Ethnicity

	June 1981	
	(no.)	(%)
All Groups	45 741	100.0
Native	25 785	56.4
Dene	10 246	22.4
Inuit	15 539	34.0
Non-Native	19 956	43.6

Source: Bureau of Statistics, N.W.T.

Education

Canadian society has evolved over several generations and has gradually adapted to changes in technology and a more urbanized way of life. The Inuit and Dene in the Northwest Territories have not had the benefit of several generations to adapt.

The history of formal education in the North is short and the system of education has had to change quickly to respond to community concerns. Every settlement in the Northwest Territories now has an elementary school and high schools are located in six communities.

The total number of persons enrolled in school is increasing, however, the drop-out and failure rate, particularly among native people, is far above the Canadian average. While the overall education levels have improved, 55% of the population 15 years and over has less than a grade 10 education and less than 25% of the graduating grade 12 students are native.

The generally low levels of education among native Northerners will make it difficult for them to obtain skilled employment. As a result, education upgrading and vocational training programs will be required to prepare them for employment and to ensure that they are adequately equipped to compete. Adult education and training programs are in demand now and will increase in importance, however, facilities, equipment and staff are very limited.

Approximately 50% of the total population of the N.W.T. is under 20 years of age and it is increasingly difficult for the Territorial economy to absorb the growing number of young, relatively unskilled individuals entering the job market. Within the next five to 10 years, training requirements will increase substantially as students continue to leave school and enter the labour force.

Although there are some college programs in Fort Smith and Frobisher Bay, most of the smaller remote communities offer little adult education and do not provide high school education. Students must travel to larger centres to continue their studies and usually receive their post-secondary education in southern facilities.

Ideally, the education system should provide individuals with opportunities to develop talents and skills throughout life, as well as provide them with the training necessary for meaningful participation in society. The Education Ordinance enacted in 1977 determined the organizational structure of the education system and defined levels of local control. Recently, community concerns for education have brought about recommendations to change this system.

Education Responding to Northern Concerns

The Education Ordinance defines the powers of the minister, the organization of the education system and the level of local control. It provides for school instruction in a student's first language from kindergarten to grade three, as well as continuing education for adults and cultural enrichment in the school curriculum. It also outlines the responsibilities and powers of local education authorities: education committees, societies and boards.

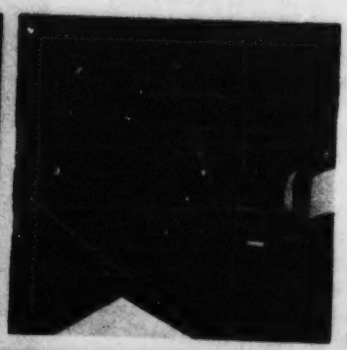
Special Committee on Education members Tagak Curley, Bruce MacLaughlin and Dennis Patterson tour a classroom in Pond Inlet.

The first education society under the ordinance was established in Eskimo Point in 1978. Seven more societies have been established since that time, but both education societies and education committees have limited powers.

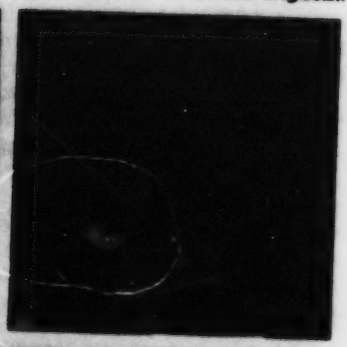
In 1979 at the first session of the Ninth Assembly the need for change in administrative structure was highlighted by Dennis Patterson, member for Frobisher Bay who declared, "Our education system will only work when control is placed in the hands of local people."

In response to increasing community concerns, education was voted a priority by the Legislative Assembly and the Standing Committee on Finance. The community grade 10 program is now being upgraded to ensure equivalency across the Territories and grade 10 has been introduced in Aklavik, Pangnirtung, Pond Inlet and Cambridge Bay. High school vocational programs are being offered in Frobisher Bay, Inuvik and Yellowknife and a training program in co-operation with Dome Petroleum Ltd. is being offered in Tuktoyaktuk.

Teacher training, adult education and language in schools have continued to be community concerns. Consequently, the government expanded the teacher education program to include field-based study programs in Frobisher Bay, and Thebacha College, formerly the



Thebacha College in Fort Smith offers courses in mechanics. The Trades Complex at Thebacha is shown (centre). Adult education courses at Nanisivik include typing instruction. The school curriculum at Rankin Inlet includes core subjects such as arithmetic, as well as cultural inclusion programs. Native people are becoming more involved in classroom instruction as is the case in Igloolik.



adult vocational training centre, became a fully accredited college with a governing board.

Language concerns were so great the Assembly determined language to be a separate priority. Within the education system the government continues to support the Loucheux program at Fort McPherson, the Slavey program at Fort Franklin and a number of language development projects in various Mackenzie Valley communities.

The most dramatic response to the education problems of the North was the establishment of the Special Committee on Education, formed in response to a motion by Tagak Curley, member for Keewatin South. This committee inquired into all aspects of education policy in the Territories and tabled its final report in 1982. In developing its recommendations the committee held 45 public hearings and studied all aspects of existing legislation, policy and philosophy concerning education in the Northwest Territories. Its recommendations brought about changes in education grants and bursaries and its final report, Learning: Tradition and Change in the Northwest Territories, proposed changes in the education system to accommodate the varied needs of the people of the North. The changes recommended include:

- Provision of grade 10 or grade 10 equivalent at the community level
- Increased opportunities for employment training in the N.W.T.
- Increased control by locally elected representatives over the school program
- Programs and services to the students with special needs

In November the Assembly approved the report and a task force is now preparing a plan to consider the committee's recommendations and propose a means to implement them. The first stage of the plan proposes that the Government of the Northwest Territories establish, through policy, the Arctic College, the Centres for Learning and Teaching associated with the college and interim divisional boards. Legislation will be prepared for the fall 1983 session of the Legislative Assembly.

Age Distribution

	June 1981 (no.)	(%)
Northwest Territories	45 740	100.0
Pre-school (0-4)	5 540	12.1
School Age (5-14)	10 395	22.7
Working Age (15-64)	28 480	62.3
Elderly (65+)	1 325	2.9

School Enrolment, by Mother Tongue Northwest Territories, 1981-82 School Year

	NWT	Baffin	Keewatin	Kitikmeot	Inuvik	Fort Smith
All Languages	12 580	2 602	1 400	1 007	1 954	5 617
Native	6 294	2 369	1 311	954	259	1 401
Dene	1 528	-	-	-	228	1 300
Inuktitut	4 766	2 369	1 311	954	31	101
Non-native	6 286	233	89	53	1 695	4 216

Source Department of Education, N.W.T.

Proportion of Students, by Mother Tongue and Regions Northwest Territories, 1981-82 School Year

Elements of individual and community well-being include health services, fire safety, sports and recreation such as northern games. To provide a responsive justice system the court travels to small communities.

Individual and Community Well-Being

An individual derives his well-being both from himself and his community. Health and sanitation, housing, social support, education, opportunities for employment and recreation, cultural identity and a system of justice and laws acceptable to the community are all elements of well-being. Whereas other priorities focus on particular aspects affecting the Northwest Territories and its population, this priority involves the interrelationship of the individual and his community.

In this context, health is of primary importance. Health conditions in the North have continued to improve; for example, infant mortality has decreased markedly. In 1971 there were 59 infant deaths per 1,000 live births; by 1981 that figure had dropped to 21. Between 1975 and 1981 the number of new and reactivated causes of tuberculosis fell by 50% from 54 to 27.

Although the general health of the population is improving, alcohol abuse and sexually transmitted diseases continue to be a problem. Alcohol abuse has been called the number one health problem in the Territories, where consumption rates are among the highest in Canada.

One half the reported criminal offenses in the Northwest Territories are liquor violations and alcohol is a contributing factor to a large proportion of other crimes committed. In 1981 approximately 220 people were sentenced to correctional facilities for alcohol and drug related offenses. This represents over 30% of the total sentenced admissions.

Maintaining and Fostering Individual Health

The health care system in the Northwest Territories is based on the following objectives: that health care services are accessible and equally available; that these services are as comprehensive as funding and manpower permit and that they are portable throughout the Territories and Canada. With the increasing costs of health care, the Government of the Northwest Territories recognizes that prevention and personal responsibility for health must be emphasized in order to continue delivering universal health care programs.

The last regional health care study, completed in June 1982 for the Inuvik region, commended the quality of health care available in the region but recommended more community involvement in the planning and administration of health services and increased Territorial responsibility for health care.

In September 1982, the Government of the N.W.T. Executive approved the development of a community run home care program in Inuvik which would provide extended health services and enable individuals to be released earlier from hospital. Further government actions in response to the study are now being considered.

The Inuvik study's recommendation for increased Territorial responsibility for health is an objective of the Territorial Government across the North. In January 1983, the Frobisher Bay Hospital was turned over to the Government of the Northwest Territories with management responsibility delegated to a local board of management. This action is one leading toward provincial-like responsibility for health in the Northwest Territories.

The community of Fort Good Hope.

In addition to adapting the health care system to respond to community concerns, the Government of the Northwest Territories is promoting preventive programs. Proposals for a children's dental care program, increased pharmacare, aids to independent living and medical travel are currently being studied. Also a $60,000 rehabilitation program for the blind at Rae-Edzo is being prepared for delivery, following the success of the workshops for the blind held in the spring of 1982. Moreover, the Territorial Government funds community developed health promotion projects such as the Rae Edzo Health Awareness Project, and will continue to produce and distribute information promoting awareness of personal health issues.

A Territorial version of the federal media program "A Generation of Non-Smokers" is currently being developed with information provided by a survey of Territorial school children. An in-service training program for health promotion officers, as well as a curriculum guide is also being developed. Once completed the curriculum guide will provide teachers in the Northwest Territories with a manual for health instruction designed specifically for the North. Programs in family life education also stress prevention and personal responsibility for individual health through literature and workshops which have been held in communities such as Fort Smith, Fort Simpson, Pangnirtung and Frobisher Bay. Communities in the Inuvik area will be emphasized in this program.

Promoting Community Well-Being

Residents of the Northwest Territories want to improve the quality of their lives, to alleviate the social problems which affect their community. Positive social development depends on the work of the municipal government, opportunities for community recreation, a respected system of justice and the availability of correctional and rehabilitative programs acceptable to the community.

One social problem which threatens the quality of life in communities across the Territories is alcohol abuse. A number of communities have held plebiscites limiting the availability of liquor within the community and changes in legislation are being proposed which will increase local control and responsibility for alcohol distribution. The Territorial Alcohol and Drug Co-ordinating Council was founded to provide support to communities to combat alcohol and drug abuse. The budget for this organization in 1982-83 is ten times its initial budget in 1972-73, but the problem of alcohol and drug abuse persists.

Throughout the Sessions of the Ninth Assembly, members raised concerns about alcohol abuse. In March 1982 Lynda Sorensen, member for Yellowknife South, called for the development of a preventive program for alcohol and drug abuse in schools. Minister of Education Dennis Patterson concurred, stating that it was his goal to have ongoing work for such a program completed in time for the next school year. The Executive supported this proposal and approved $190,000 for the development of an alcohol, solvent and drug preventive program for schools and communities in 1983-84. Also the Executive has approved a $100,000 Alcohol and Drug Native Training Project to recruit and train ten native trainees (two from each region) as regional resource people. These trainees, with the assistance of Social Services officials, would continue educating individuals in communities in basic alcohol, solvent and drug awareness.

To promote the development of strong, representative and responsible government at the community and regional level, the Government of the Northwest Territories has trained local government administrators. The program is now being reduced because of its success and a policy is being developed for the funding of regional councils under the direction of the Minister of Local Government, James Wah-Shee.

The Territorial Government also provides advice and financial support to encourage the development of community recreation programs and construction of recreation facilities. The government will provide over $1 million for the construction of community recreation facilities in 1983-84 and is developing a policy indicating the funding available for the future construction of these facilities.

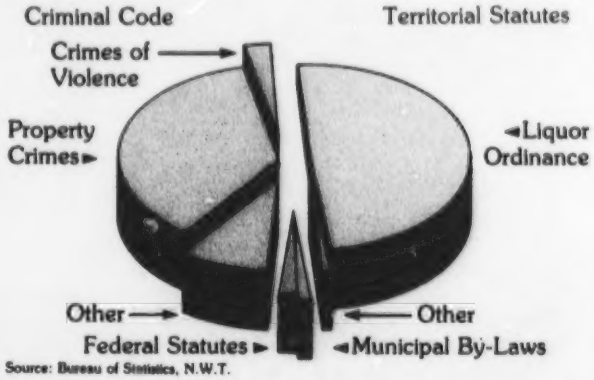
In an effort to achieve a responsive system of justice in the North, the government recognizes the importance of education: education for justices of the peace, the general public and potential jurors. The Legal Services Ordinance, enacted in late 1979, provides for a legal services board, which is appointed by the Minister of Justice and Public Services, George Braden. The board provides legal aid to those who are eligible and acts as the agent for Maliganik Tukisiiniakvik (Baffin legal clinic) and the native courtworkers program. To inform potential jurors of their responsibilities, a manual entitled "Jury and the Justice System" was prepared by Mr. Justice Tallis and members of the Supreme Court staff.

With the increase in population in Territorial correctional institutions, the Legislative Assembly has called for more regional corrections facilities and the development of alternative corrections programs. The Government of the Northwest Territories is building a permanent facility in Frobisher Bay to replace present temporary units and is developing a new $200,000 program to provide community-based alternatives to institutional forms of correction and rehabilitation. This program will provide community-service work opportunities and will establish a plan for fine options encouraging private agencies to develop proposals for aftercare.

Correctional Institutions — Sentenced Admissions

Major Offence Grouping	1981	1980	% Change
Total	695	690	0.7
Against Persons	134	137	-2.2
Against Property	263	238	10.5
Drugs	43	20	115.0
Liquor	175	202	-13.4
Motor Vehicle	9	15	-40.0
Other	71	78	- 9.0

Law Enforcement All Offences



Source: Bureau of Statistics, N.W.T.

Housing

Basic to the social well-being of all residents of the Northwest Territories is the availability of adequate housing. In 1972 the Territorial Task Force on Housing recommended that the Government of the Northwest Territories assume responsibility for all housing programs in the North and that a housing corporation be established to direct these programs and develop incentives for home ownership. The Northwest Territories Housing Corporation began operation in March 1973. It is responsible for ensuring an adequate supply of public housing is available to residents of the Northwest Territories and for encouraging home ownership.

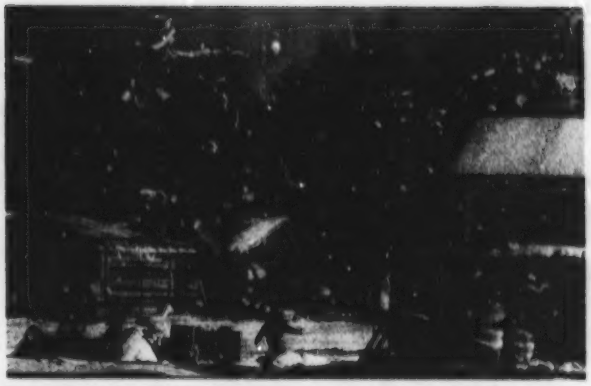
At present there are approximately 11,500 occupied private dwellings in the Northwest Territories and of these 23% are privately owned. The remainder are rented and the N.W.T. Housing Corporation, for the most part, is the landlord. In 1981-82 only 5% of the Housing Corporation's GNWT budget was expended on home ownership programs. The cost of rehabilitating public housing and the cost of utilities continue to rise. In a time of Canada-wide restraint, it is becoming increasingly more difficult for the Territorial Government to provide an adequate standard of housing to all residents. As a result, the Legislative Assembly passed a motion strongly endorsing the principle of home ownership and directed the government to assist residents of the Northwest Territories to become home owners.

Since the introduction of home ownership programs in 1972, the number of private homes has increased, but in relative terms the percentage of owned homes has decreased. The Government of the Northwest Territories is promoting the development of a private housing market and is providing incentives for individuals to own their own homes.

Expanding the Housing Market

Many people earning a good wage in the North still cannot afford to pay the full cost of housing. Almost all of the privately-owned homes are in western communities which have access to the Dempster and Mackenzie Highway systems and local building materials. Western communities also have generally lower utility costs than communities in the east. However, only six western communities have private housing markets. The majority of communities in the Northwest Territories have no market and little potential for one to develop.

The government is attempting to encourage the development of private housing markets through its policy on staff housing. In private market communities most government-owned accommodations will be sold, the contracts for some leased accommodations will not be renewed, and market rents are presently being charged. As a result of this policy, approximately 300 people have moved out of government accommodations and have rented privately or have constructed homes.



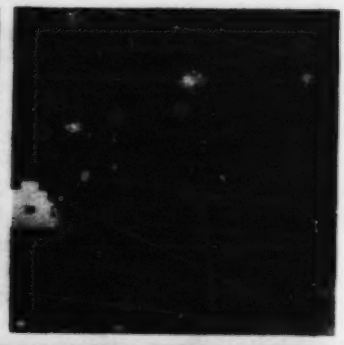
Logs are used for house construction in the community of Trout Lake.

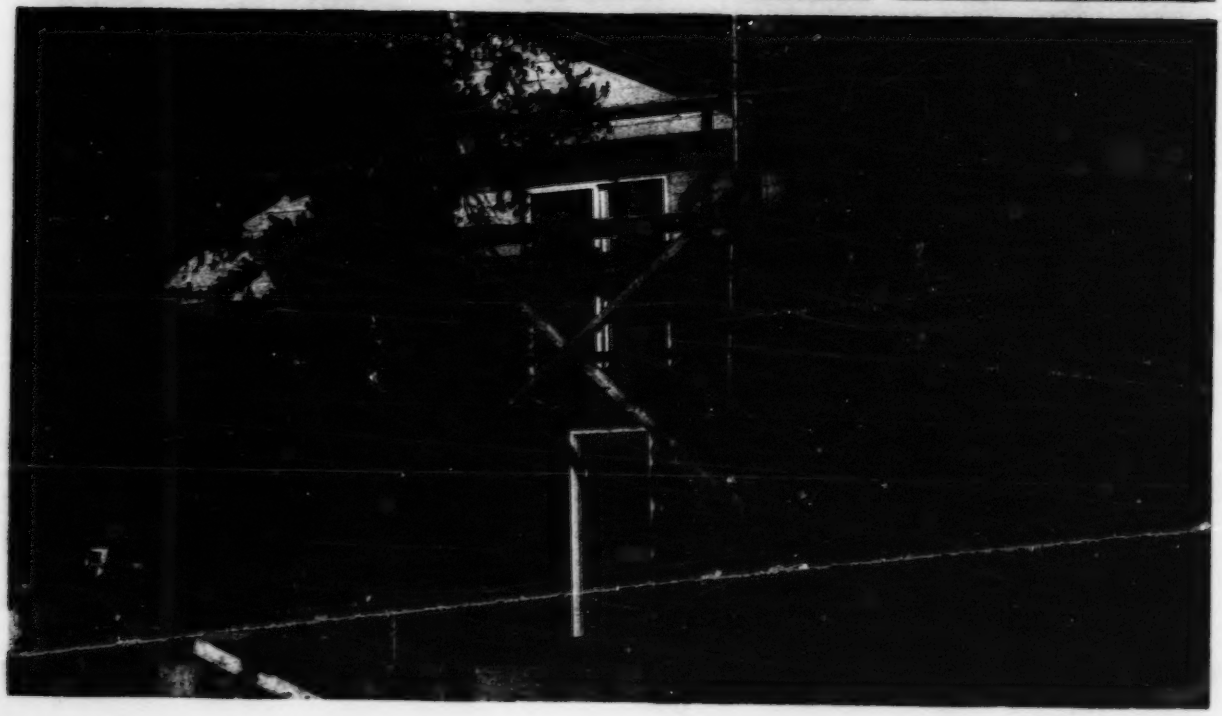
The land valuation policy and the northern preference policy also promote home ownership. The former ensures that all Commissioner's land offered for sale or lease will be reasonably priced and that the method of valuation will be consistent across the Territories. The latter gives preference to Northern contractors for supply of goods, construction, services and leases. This policy is intended to encourage the establishment of businesses in the North which would increase the local supply of goods and services.

To increase the supply of skilled labour in the North a construction training program was developed, primarily by the Northwest Territories Housing Corporation to fund contractors to hire Northern trainees. A number of training programs are being offered by Thebacha College. The college offers a variety of first year apprentice training programs and two programs which have been developed especially for the North: the community wireman program and the housing maintenance serviceman trade program. Over 100 individuals have received certificates in the servicemen trade program.

Promoting Home Ownership

The Northwest Territories Housing Corporation offers a number of programs promoting home ownership. By increasing the funds available for these programs, the Territorial Government will generate the construction of approximately 80 privately owned homes in 1983. The Northern Rental Purchase Program enables tenants renting homes built prior to 1974 to apply a portion of the rent they have paid towards the purchase price of their home. To date, 37 northern rental homes have been purchased across the Territories. The Rural and Remote Program, a CMHC program delivered by the Northwest Territories Housing Corporation, subsidizes the mortgage payments of lower income families. Limited funds have





There are several housing types in the NWT including rehabilitated single family dwellings at Frobisher Bay (upper left), a modern duplex at Pangnirtung (upper right) and log housing under the SSHAG program at Fort Smith (bottom). Regional housing conferences such as one held in Baffin (centre left) discuss community housing needs. As much as possible, local people work on housing construction.

restricted the number of homes constructed under this program, but planned increases in funding will increase the number of homes constructed in the next year.

Similarly, the Small Settlement Home Assistance Grant Program will be expanded. This program assisted 42 people to construct their own homes in 1982 through grants of up to $30,000 provided for the harvesting of logs, and the purchase of materials, tools and freight. With increased funds this program, renamed the Home Ownership Assistance Program, will be expanded to enable more homes to be constructed.

The Northwest Territories Housing Corporation has also developed experimental housing programs for communities interested in home ownership. In 1982, $750,000 was provided for the construction of 10 homes in the Mackenzie Valley and Great Slave Lake area, five in Fort Good Hope and five in Fort Resolution. The results of this experiment will be incorporated in the new Home Ownership Assistance Program.

To promote home ownership the Territorial Government is also:

- Increasing rents in staff housing to market values
- Revising the rental scale in public housing to make rents more equitable
- Providing a rebate to all home owners, who pay property tax, of up to 50% of their property taxes
- Delivering an information program through local housing associations to alert prospective home owners to the responsibilities and costs of home ownership.

Cost of Living

The cost of living in the Northwest Territories is approximately 45% higher than the rest of Canada and the average personal income is lower. Despite above average earnings in some sectors, the average per capita income in the Territories is 18% lower than the national average. The primary sources of income for residents of small communities in the N.W.T. are government transfer payments, subsistence hunting, fishing and trapping, and arts, crafts and fur sales.

Transportation and energy are the main factors increasing Northern costs. Communities on the highway system in the west benefit from less expensive freight charges than communities relying on sea or air lift. The price of food in Pelly Bay, an Arctic community depending on air lift, is three times the price in Yellowknife and Yellowknife prices are high in comparison to southern Canada. For example, the weekly cost of food for a family of four in Yellowknife is approximately 25% higher than the average in southern Canada.

In the 1982 spatial price survey performed by the Territorial Government, the cost of housing in Yellowknife was 50% higher than Edmonton and water, fuel and electricity was 231% higher. The price of energy is a large factor in the difference between the cost of living in the Northwest Territories and the rest of Canada.

Reducing Costs to Consumers

To reduce transportation costs the Territorial Government constructs and maintains winter roads in up to eight communities. Of these communities Fort Franklin, Lac La Martre, Rae Lakes and Trout Lake rely almost exclusively on the ice/snow road for resupply. In 1981 the Fort Franklin winter road resupply system through Fort Simpson was developed to replace the NTCL barge system, which closed in 1980.

The only communities not part of the N.W.T. transportation system are Pelly Bay and Snare Lakes. The cost of transporting goods by air to Pelly Bay is three times the cost of the sea lift to Spence Bay, the closest community. To offset the high cost of transporting essential goods and foodstuffs to these communities, the government developed a transportation assistance program. Through this program the freight for certain goods is subsidized and an agreement is made with a retail outlet in the community obligating the retailer to pass on the savings to consumers. In 1983-84 a $145,000 program has been approved to subsidize the transportation costs of these two communities.

The cost of energy also compounds the high cost of living across the North. In 1980 the Chairman of the Standing Committee on Finance, Lynda Sorensen, criticized the Northern Canada Power Commission (NCPC) for its lack of accountability to Northerners and the Public Utilities Board. In 1982 the federal government released the Penner Report on NCPC recommending actions supporting the Territorial Government's position. If these recommendations are accepted by the federal government the system for delivering power in the North would be more efficient.

Costs for transporting goods to Pelly Bay are extremely high. The community must rely on air lift.

In late June 1982, a report commissioned by the Territorial Government on the role of the Public Utilities Board concluded that the board should have more control over public utilities and that its jurisdiction should be extended to include other utilities, such as heating fuel and natural gas. It also recommended that the Territorial Public Utilities Ordinance be amended to ensure that no rate change could be made without a public hearing and the approval of the Public Utilities Board.

Although the Government of the Northwest Territories cannot set power rates, it can soften the impact of the high cost of other utilities since it supplies and retails petroleum products in 40 communities which are not served by the private sector. The price formula for petroleum products is being reviewed to reduce the transportation costs of fuel to a number of consumers. The Territories also administers a federally-funded rebate program subsidizing the cost of heating fuel at Yellowknife rates in outlying communities.

To offset the costs of delivering water by truck to private households, the government subsidizes local governments and the savings are passed on to individual home owners. Through the restraint program, price increases for utilities provided by the government will be limited to six and five percent, to counterbalance the impact of wage restraint. In areas not receiving government distributed petroleum products the tax on fuel will also be restricted to the six and five restraint guidelines.

Monitoring Costs and Planning for the Future

Territorial-wide studies on food and housing costs are in progress. These studies will provide information on the efficiency of the distribution system across the Territories in the hopes that costs can be reduced to individuals and communities through improved transporta-

tion. In addition, through the Intersettlement Trade Advisory Committee, the government is developing a proposal to transport country foods between communities, a proposal which would be funded through the Economic Development Agreement.

The high costs in the North are now being recognized in national statistics. Through negotiations with Statistics Canada, the Territorial Government has succeeded in having Yellowknife included in the consumer price index program. This program will enable the government to monitor the affects of inflation on consumer prices in the North.

Price is also an important factor in the fiscal negotiations between the Territories and the federal government. Recognizing the significance of employee Northern benefits packages, the Territorial Government is making the federal government aware of the need for special tax considerations in the North.

Territorial taxes are the second lowest in Canada. Like Alberta and the Yukon, there is no sales tax. The Territorial Government eliminated the tax on heating fuel and propane in March, 1982.

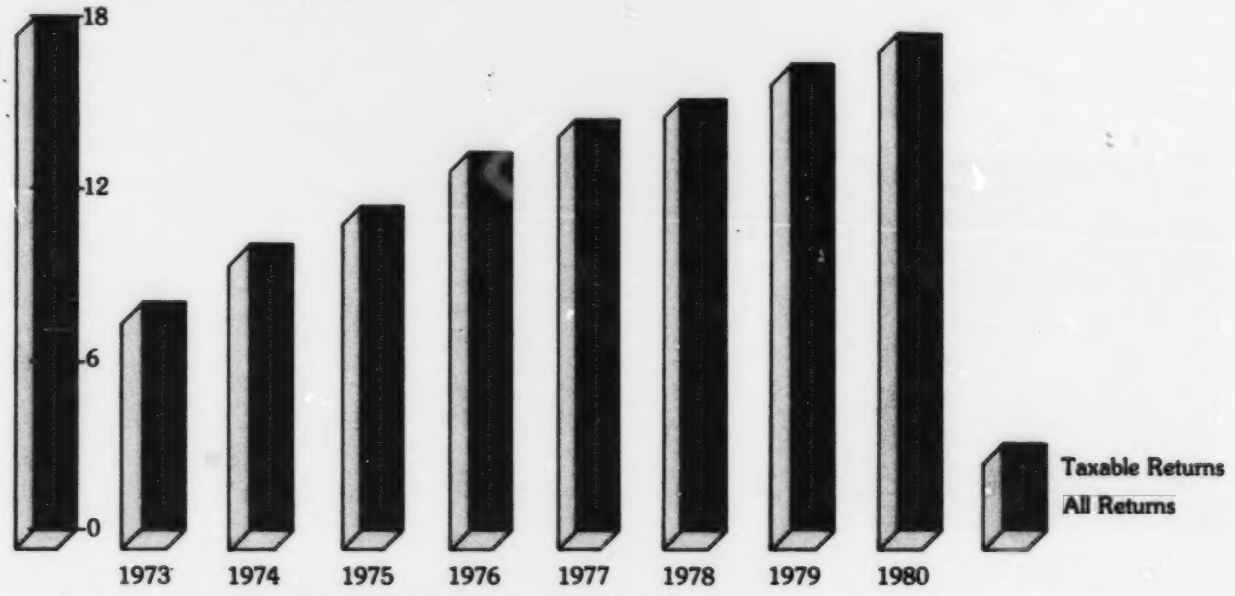
The cost of living impacts other priority areas and shares the benefits of programs designed to improve home ownership and conserve energy. It is a priority which demands government co-ordination and long-term planning.

Price Indexes and Weights, by Major Component Yellowknife, June 1982

	Weight (%)	Price Index (Edmonton = 100)
All Items	100.0	128.1
Food	21.8	125.0
Housing	28.6	150.5
Clothing	10.2	115.3
Transportation	20.2	116.7
Health and Personal Care	3.7	118.0
Recreation, Reading and Education	9.7	115.7
Tobacco and Alcohol	5.8	119.4

Source: Bureau of Statistics, N.W.T.

Average Personal Income ($000's)



(Child Tax Credit Program introduced for 1978)

Source: Bureau of Statistics, N.W.T.

ECONOMIC DEVELOPMENT

Canadians were once described as hewers of wood and drawers of water because of their dependence on natural resources. This was once true of Canada and is currently true of the Northwest Territories, where many people derive their livelihoods from traditional hunting and trapping activities or from the extraction of non-renewable resources: oil, gas and minerals.

There has been a gradual increase in the employment of Northerners in the wage economy, but the majority of Inuit and Dene continue to rely on traditional activities. Although resource development has often affected the harvest of fish and wildlife resources there has been little compensation for native people.

It is important that resource development companies are aware of the Northern environment and the responsibilities they must assume when working in the North. The Government of the Northwest Territories recognizes that all Canadians benefit from the development of Northern resources, but is determined that the people of the North realize meaningful benefits from development as well.

As the number of young people pursuing careers in the wage economy increases there is an increasing demand for training and job opportunities. The Economic Development Agreement negotiated by the Government of the Northwest Territories with the Government of Canada will provide $21,000,000 from 1983-87 for human resource development, such as business training, the development of small businesses and tourism, and natural resource development.

The Territorial Government is similarly concerned that residents of the Northwest Territories receive benefits in the form of an assured energy supply from major hydrocarbon developments located in the North. The government is attempting to reduce Northerners' high consumption of energy through conservation and, through careful expansion of alternative energy sources, plans to work towards the goal of energy efficiency and stable, reasonable energy prices.

Resource Development

The Northwest Territories' productive economic base includes renewable and non-renewable resource sectors and the incomes earned in these sectors determine the general well-being of the economy. Although both renewable and non-renewable resource industries are subject to world market forces, the value of Territorial exports has increased seven times over exports in 1967.

Norman Wells is a centre of resource development activity in the Mackenzie Valley.

Recently beset by hard times, the mining industry has consistently been the N.W.T.'s largest exporter. Between 1967 and 1977, total value of mining exports averaged in excess of $160 million per year, an increase which accounted for over 80% of the total increase in exports during that period. Besides accounting for the largest percentage of exports, the mining industry has increased in relative importance from 74% in 1966 to 81% in the late seventies.

Recently there has been a dramatic decline in mineral exploration compared to the record high in 1981. Low metal prices have reduced the cash flow of mining companies and have discouraged petroleum companies from investing in mineral exloration. The number of claims recorded and the area claimed have also dropped significantly. Three mines closed in late 1982 and early 1983: Echo Bay, Pine Point and Tungsten. Three mines began producing: Polaris, Cullaton Lake and Lupin.

Total mineral sales in 1982 were up approximately 40% over last year, and production in gold, lead and zinc also increased. Although minerals will continue to be an important N.W.T. export, mineral exploration will decline causing associated N.W.T. service industries to suffer as long as metal prices remain low.

The N.W.T.'s other major non-renewable export is oil and gas. Oil is currently produced for domestic consumption at Norman Wells while gas is transported by pipeline from the Pointed Mountain field on the N.W.T./Yukon border. Even with the increase in value of sales, oil and gas exports have declined in relative value from 8% to 5% total exports. While oil and gas continue to be important, exports from the two producing fields have not been significant. More important from an economic perspective have been the indirect effects of investment in exploration in the Beaufort Sea, Norman Wells and the High Arctic.

Relative to the mining, and oil and gas sectors, the total dollar value of renewable resource exports and tourism is small. Traditional pursuits such as hunting, trapping and fishing continue to be an important subsistence and commercial activity for many Northern residents. Although not large in dollar terms, the value of the fur industry is quite significant. Because this industry employs the greatest number of people, either full time or part-time, it contributes more to the welfare of Territorial residents than the dollar value in sales might indicate. Activities include hunting, fishing, trapping, intersettlement trade of country foods, arts and crafts, forestry and processing (fish processing, etc.) for cash income.

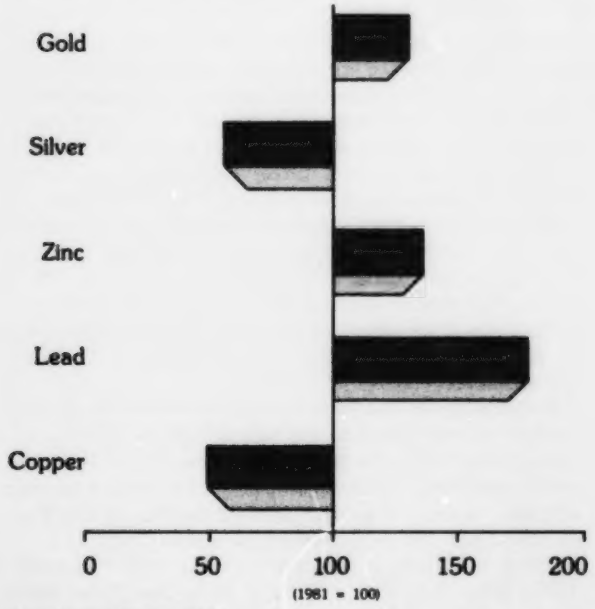
Like other resource activities, fur harvesting has also experienced a significant decline due to depressed markets. In dollar terms the value of last year's harvest decreased from $5 million to under $4 million and the number of hunters and trappers fell by approximately 20%.

Forestry is currently a small-scale industry in the western Arctic valued in 1982 at $2 million, but the forestry potential of the N.W.T. is much greater. There is some commercial fishing in the Great Slave Lake area and the eastern Arctic, and it appears there is potential to increase this industry.

The remaining service industry related to renewable resources is tourism. Last year 50 fishing lodges were operating throughout the Northwest Territories with a total clientele of over 7,000. Direct expenditures by visitors to N.W.T. lodges exceeded $5 million. These lodges provided seasonal employment for about 300 Northern residents, acting mainly as guides and lodge support staff.

Although not often considered an export, tourism brings "outside" dollars into the Territories and is growing in importance in relation to resident income and employment.

Mineral Production (1982)



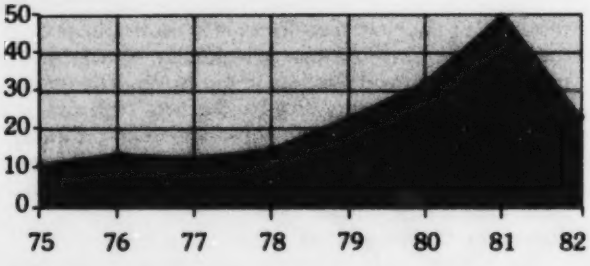
Source: Bureau of Statistics, N.W.T.

Mineral Claims
Northwest Territories, 1979-82

	Claims Recorded	Claims in Effect
1982	276	45 797
81	1 041	50 476
80	1 374	53 896
79	1 350	59 250

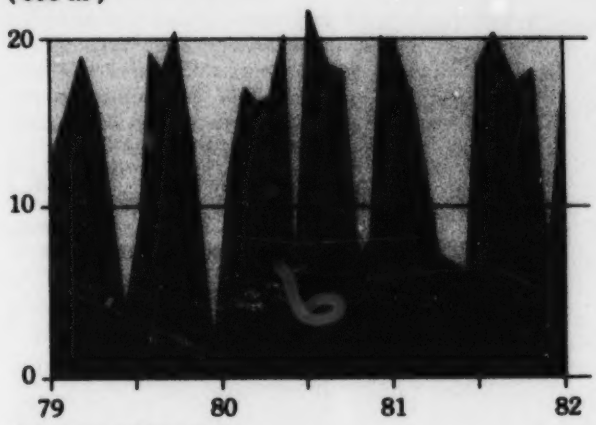
Source: DIAND

Mineral Exploration Expenditures 1975 - 1982
($'000.000)

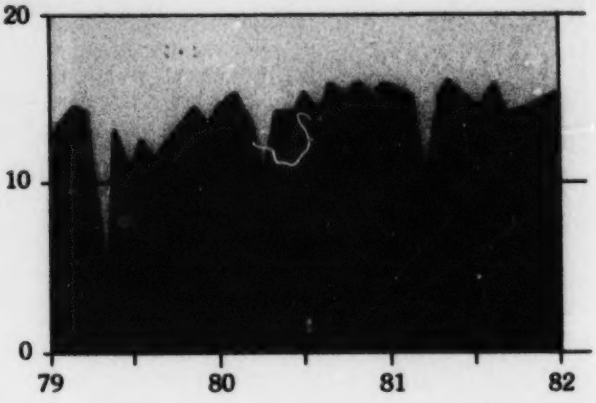


Source: DIAND

Crude Oil Production
('000 m³)

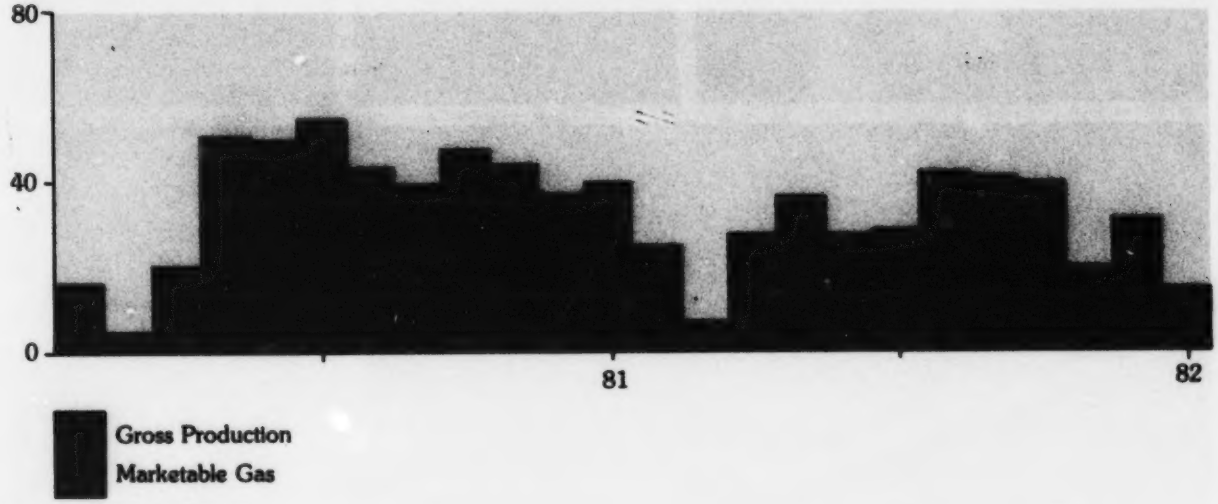


Sales
('000 m³)

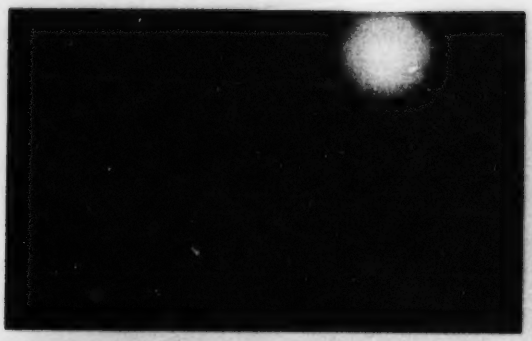


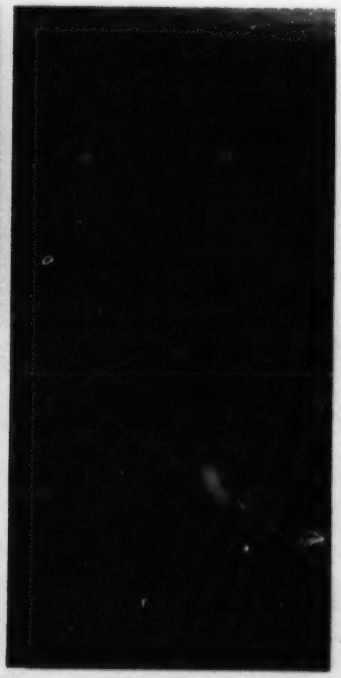
Source: Bureau of Statistics, N.W.T.

Production of Natural Gas
('000 000 m³)



Source: Bureau of Statistics, N.W.T.





Non-renewable resource development includes mining activity such as gold at Con Mine, Yellowknife (upper left) and lead-zinc at Nanisivik on Baffin Island (bottom). Oil is refined at Norman Wells. Current development includes crushing of rock for construction of artificial islands on the Mackenzie River for oil drilling operations. Exploration for oil is proceeding in the Arctic Islands such as at Cape Mamen, Mackenzie King Island.

Planning for Non-Renewable Resource Development

The mining industry, provides the major portion of non-government employment and income in the Northwest Territories. Constraints on the expansion of mineral activity within the N.W.T. include the high cost of transportation, power, and labour. Although the Territorial Government cannot influence many of these costs, it has been an active partner in the development of mining through investments in training, and in community infrastructure.

Lacking jurisdiction over the development of non-renewable resources, the Territorial Government is endeavoring to ensure that the decisions made are subject to the scrutiny of Northern people. To simplify public review forums, the government has attempted to integrate its review systems with those of the Government of Canada.

The establishment of a Territorial resource development policy declares the Territorial Government's interest and priorities in resource development and will allow it to review and assess resource development projects to ensure that all those affected by such projects participate in the decision-making process. In areas where communities could experience major impacts resulting from development, the policy calls for the creation of "development impact zones". Representatives from existing organizations, such as local and regional councils, within the impact zone, will form a committee to analyze resource development issues, identify local concerns and make recommendations on behalf of the communities and individuals within the zone.

In June 1981 the federal government indicated in a report on major capital projects in Canada that approximately 63 billion dollars was forecasted for the Yukon and the Northwest Territories for hydro-carbon exploration and development projects over the next 20 years. Although this estimate may be unrealistic in light of the current economy, there are a number of projects that are being reviewed publicly, and the Government of the Northwest Territories has designated the Slave River, Norman Wells and Beaufort Sea areas as development impact zones. However, only the expansion of the Norman Wells oil fields and the associated distribution facilities have been approved by the National Energy Board. Preliminary hearings are being planned with respect to the Beaufort Sea hydro-carbon development and the Mountain Rapids hydro generation and transmission project. Hearings have been suspended on the Arctic Pilot Project.

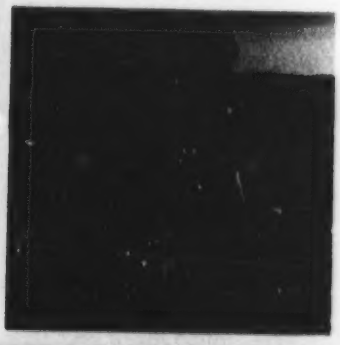
The government's challenge will be to reduce the adverse impacts of resource development while at the same time ensuring resident employment and income opportunities. The Norman Wells Joint Needs Assessment Committee composed of representatives of the Dene, Metis and Territorial Government was established to:

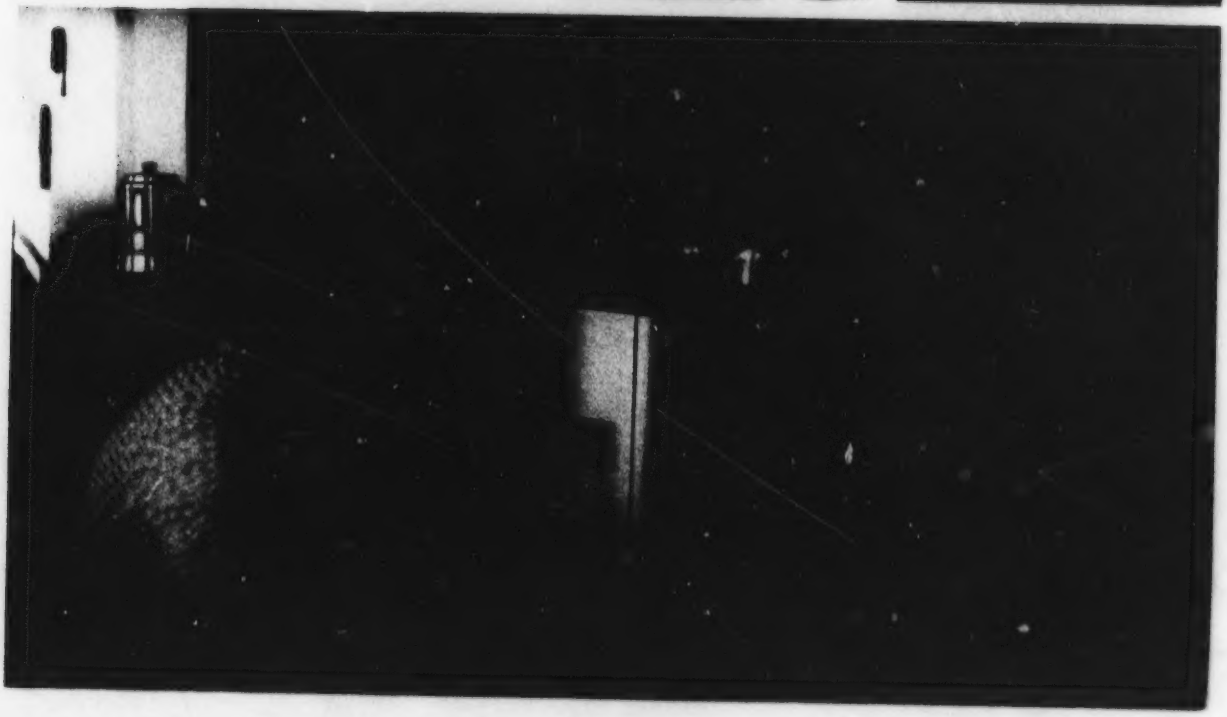
- Assess the training requirements related to the anticipated employment opportunities
- Identify candidates for training
- Identify and allocate funds for training facilities

In its effort to increase local employment and business opportunities, the Government of the Northwest Territories has increased the funding for apprenticeship programs and the financial assistance available to small Northern businesses.

The government has also been actively negotiating socio-economic agreements with developers, such as Cullaton Lake Gold Mine and Prairie Creek Mine. The agreement, negotiated with Cominco Ltd. concerning the Polaris mine, will ensure substantial employment and business opportunities for Northern residents. Northerners will be given hiring preference and the company has also agreed to institute a work rotation schedule sensitive to the Inuit lifestyle and to encourage the development of N.W.T. businesses.

Utilization of renewable resources includes net fishing at Salt River near Fort Smith and preparing dry fish at Rae. Fur is an important commercial product for both Inuit and Dene. White fox is trapped in the Eastern Arctic and muskrat is a major fur in the west.





Encouraging Renewable Resource Development

Incomes earned from hunting and trapping have decreased markedly over the previous year due to the recession in the Canadian economy and to strong foreign pressure groups attempts to limit the seal harvest. To lobby against the proposed ban in Europe on the importation of sealskin products the Hon. Richard Nerysoo and the Hon. Arnold McCallum joined Peter Ittinuar, Member of Parliament for Nunatsiaq, and representatives of Inuit organizations. Through their efforts the European Economic Community (EEC) did not vote to prohibit trade in sealskins, leaving member countries to decide individually on the ban, and a federal-provincial task force on sealing was established. Since then, however, the European Economic Community temporarily banned the importation of sealskin products. The Territorial and federal governments are investigating new markets and the Government of Canada has both reduced European fishing quotas this year and has refused to issue licences to European fishermen until Canada is compensated for lost revenue from sealskin products.

It is the responsibility of the government and people of the Northwest Territories to convince the general public that Northerners are responsible managers of wildlife and that the fur industry is vital to the economy of the North. Through the Department of Renewable Resources the Territorial Government is attempting to forge a new relationship with hunters and trappers by increasing their involvement in resource management and by emphasizing conservation education.

To increase the commercial potential of renewable resources the government is supporting new initiatives such as big game hunts, tourist fish camps, guiding and outfitting, and is developing a guiding and outfitting training program. The growth of commercial hunts under the management of native corporations and private agencies represents an opportunity for local hunters and trappers to generate additional income. Polar Hunts, a guiding company owned by the Holman Island Hunters and Trappers' Association, provides 10 to 15 tourists with the opportunity to hunt in the traditional Inuit manner and employs approximately 20 local residents. Last year Polar Hunts generated $150,000 of which approximately $100,000 remained in the community of Holman Island. An interesting support activity which has developed directly from this hunt is the local manufacture of traditional caribou clothing.

Territorial forest resources are for the most part unused. Most of the marketable timber is located south of the Nahanni River. In the Fort Simpson, Hay River, Buffalo River and Slave River areas, seven small community sawmills have provided a fairly steady source of local employment, as well as a local supply of lumber and logs. In most other communities of the western Territories some forms of log harvesting, either for home construction or heating are practiced. The government continues to promote the use of logs in home construction and jointly funds a program with the federal government encouraging the development of alternative energy sources, such as the wood gasification project in Fort Providence.

Throughout the Northwest Territories fish is a major food source. However, the volume of the commercial harvest has decreased 9% over last year and the dollar value is down 13% due to depressed prices. Increased production and distribution costs have further decreased fishermen's income. To offset this decline in income the Territorial Government will be providing a contribution for Great Slave Lake fish support of $267,000 in 1983-84.

However, the income of N.W.T. residents engaged in tourism is increasing. Aside from promoting tourism, the government plans to increase local control over growth in tourism. The Baffin Regional Tourism Planning Project, undertaken by the Baffin Regional Council, typifies government efforts to involve communities in making decisions on the growth of tourism. In 1983-84 a total of $240,000 will be provided by the Territorial Government for the management and operation of NWT tourism associations.

Fur Production

	1981-82	1980-81	1979-80
		($'000)	
Value	3 738	5 029	5 337
		(no.)	
Pelts, furs & hides	233 396	272 928	205 670
Trappers	3 635	4 336	4 319

Lumber Production

	1981-82	1980-81
	($'000 000)	
Value	2.2	2.2
	('000 m³)	
Production	14.6	14.2

Fishery Production

	1981-82		1980-81
		($'000 000)	
Value	1.3		1.5
		('000 kg)	
Production	1 182		1 300

Source: Bureau of Statistics, N.W.T.

Energy

Energy efficiency and stable reasonable energy prices are the goals of the Government of the Northwest Territories.

Energy has been discussed frequently in the Legislative Assembly because the high cost of energy raises the cost of living for all Northerners. It directly affects the cost of operating a household and indirectly raises the cost of many other commodities. The North consumes 40% more energy per capita than southern Canada and pays a higher price for the energy it consumes.

The oil and gas potential in the Northwest Territories has yet to be precisely determined. Based on estimates produced by the federal Department of Energy Mines and Resources in 1975, the production potential has been estimated to be as high as 6.2 million barrels of oil and 68.9 trillion cu. ft. of gas, or 25% and 30% respectively of total Canadian reserves. Potential alternative sources of energy are being explored and encouraged by the Territorial Government. Wood, coal, micro-hydro developments and wind may be the future sources of cheaper energy for Northerners.

Fostering Energy Efficiency

Although conservation is not the exclusive solution to the energy problem in the Northwest Territories, it is an important first step. In 1980-81, the Territorial Government delivered an energy awareness campaign through all types of media across the North. The next step in this campaign, to educate Northerners on how to conserve, will be provided through the media. Further information and technical advice will be available at regional offices.

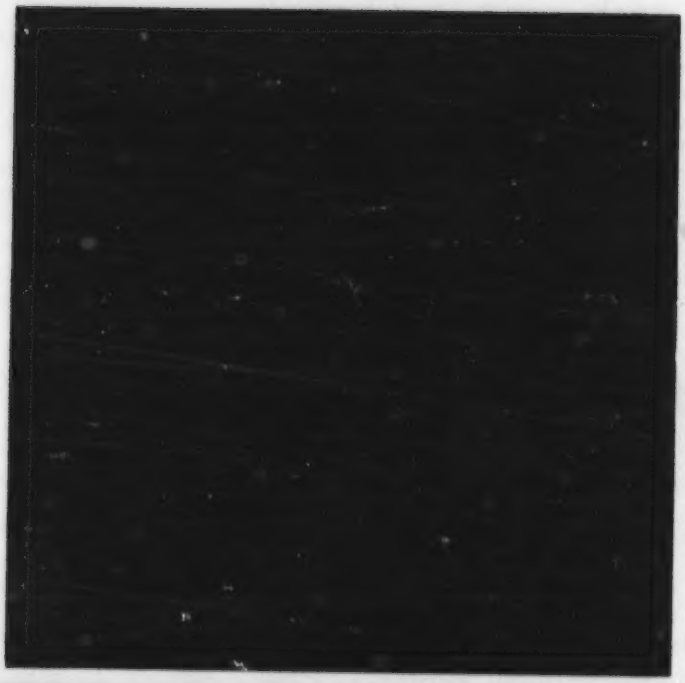
Individuals who own their own homes or operate their own businesses recognize the importance of conservation because they pay for the energy they use. Home owners may take advantage of a number of federal programs, such as the Canadian Home Insulation Program offering grants for insulation, and the Canada Oil Substitution Program.

The Government of the Northwest Territories and the Government of Canada jointly fund two programs. First, the Conservation and Renewable Energy Demonstration Agreement, is designed to assist people develop innovative cost-effective projects to conserve energy or demonstrate alternative energy sources. Several projects have been funded through this program, such as wood gasification in Fort Providence, a wind generator outside of Yellowknife and a retrofit project in Frobisher Bay. Second, the National Energy Audit Program provides technical advice on conservation through free energy audits for commercial, industrial and institutional buildings. In addition to jointly funding these programs, the Territorial Government also provides subsidies to home owners, and individuals owning their own businesses, to reduce the impact of the high cost of energy.

To conserve energy in public housing and government buildings, the Government of the NWT is increasing individual responsibility for energy used and is retrofitting government facilities. Approximately 2/3 of the NWT Housing Corporation's budget in 1982-83 was spent on fuel and power, substantially reducing the funds available for other housing programs. To reduce their energy bill, the Housing Corporation introduced a user-pay program for electricity in Cambridge Bay, Fort Simpson and communities in the Hay River and Inuvik districts. Energy consumption subsequently dropped between 30% and 50% in the public housing in these areas.

The Housing Corporation annually rehabilitates Northern rental units and has funded special construction programs, such as the porch program, to save energy. At the same time the Territorial Government is developing technical maintenance standards and an energy management training program which will be funded in 1983-84. The majority of the $6.7 million (1982-83) the Government of the Northwest Territories spends on energy programs is devoted to energy conservation.

Standards for housing design are also constantly being improved. Six demonstration homes, constructed in 1980 in the Keewatin region, have been monitored for energy efficiency and some features of these homes will be incorporated in future designs. The new Arctic building standards, being prepared by the federal government, will incorporate the considerable architectural and engineering experience of the Territorial Government. All future homes constructed by the Housing Corporation will be more compact and more energy efficient.



A wood gasification plant in Fort Providence is one of the most advanced installations of its kind in North America. The Snare Falls hydro dam is one of three sites in the Snare-Yellowknife system providing a total of 125 million KW/hrs per year. An energy conservation demonstration house in Frobisher Bay includes the use of solar panels and a windmill.

Planning for Future Energy Use

Energy efficiency cannot be achieved solely through conservation; the North must reduce its dependence on petroleum products for space heating and electrical generation. The Government of the N.W.T. is co-ordinating its efforts with private individuals and the Government of Canada and its agencies to develop alternative sources. Priorities for the development of energy sources will be formed in consultation with communities and major producers and consumers of energy.

Priorities will also be determined according to the supply and the price of energy. Companies proposing large-scale development of N.W.T. energy resources will be requested to contribute to the planning process by determining how Territorial residents could receive an energy supply from their projects.

The Science Advisory Board has completed an assessment of wind energy in the N.W.T. and is studying the potential for micro-hydro development. Wood heating has proven a viable alternative in the Mackenzie Valley and the Housing Corporation has installed wood heating in many of the new homes constructed in the area. However, before converting to wood on a large scale, more information must be collected on the availability of wood and the productivity and accessibility of forests. The potential of coal in the lower Mackenzie and Baffin areas also needs study.

The first Territorial Minister for Energy, the Honourable George Braden, was appointed in March 1980. Richard Nerysoo, member for Mackenzie Delta, assumed this portfolio in August of the same year. At the Northern Leaders Conference in 1981 the new minister, Mr. Nerysoo, strongly criticized Bill C-48. Later he lobbied the federal government to replace the Northern Canada Power Commission by a Territorial power corporation. The Government of the N.W.T. will continue to press the federal government for assurances that Northerners will have a say in the distribution, generation and price of energy.

At the same time, the Territorial Government has developed an energy strategy stressing government programs delivered to encourage conservation and the development of alternative sources of energy. This strategy is now being formalized in the development of a Territorial energy policy which will provide direction and co-ordination to all Territorial Government energy activities.

DEVELOPMENT OF GOVERNMENT

The Ninth Assembly of the Northwest Territories has encouraged the growth of responsible government. The Assembly has responded to individual concerns, has fought hard to reinstate aboriginal rights in the Canadian Constitution, has united with native leaders to form an NWT Constitutional Alliance and has pressed the federal government for more authority over the affairs of the Northwest Territories.

With the announcement in November 1982 of the new federal policies concerning approval-in-principle of division, intention to introduce a formula for financing government services in the Territories and a discretionary fund for increased expenditures resulting from resource development, the North stepped forward in the development of responsible self-government.

Self-government, the right of people to give directions to leaders and representatives of their own choice on the nature and purposes of government, is an essential part of democratic rights. Without self-government, people feel a lack of control and responsibility in working together as citizens for the common good of their communities, their regions, their territory or province and their country. In turn, governments in whom the people have placed their trust must be reasonably free to govern in the best interests of the people. Governments must also have sufficient financial resources to carry out public programs and services and must ensure that they operate as efficiently and effectively as possible.

Constitutional and Political Development

In recent history the Northwest Territories has experienced marked political development both within its boundaries and in dealings with the provincial and federal governments.

Throughout the 1970's the Government of the NWT encouraged the development of government at the municipal level. By 1982, almost 30 hamlets were established and regional councils were becoming increasingly important sources of advice and direction. The first formed and most developed council is the Baffin Regional Council followed by the Kitikmeot Council, the Council of Keewatin Mayors and the Deh Cho Council.

The Ninth Assembly of the Northwest Territories held its Tenth Session in Yellowknife, February 1983.

The Territorial Legislature, which first had some appointed and some elected members, became a fully elected Legislative Assembly in 1975. Despite the presence of elected Dene and Inuit members, the Government of the Northwest Territories was not universally recognized by native people as their government. Native organizations such as the Dene Nation and the Inuit Tapirisat represented the concerns of the native people to the federal government and land claims and aboriginal rights were discussed in forums outside the Territorial Government. However, by 1980 a political consensus was developing. In 1980 the Inuit Tapirisat of Canada and the Dene Nation appeared for the first time before the Legislative Assembly to present their views on political development. Both the Government of the Northwest Territories and native groups recognized that consensus on political rights and constitutional development was an important step towards the achievement of self-government.

The Ninth Assembly, elected in 1979, has a native majority and it is committed to assist the claims group in their negotiations. It also investigated the question of division and approved a plebiscite to be held to determine the people's wishes. The Ninth Assembly has represented the views of the citizens of the Northwest Territories and responsible government has increased since their election. Constitutional and political development is a priority for the Government of the N.W.T.

A plebiscite on division of the NWT was held in April 1982 (top). A majority of 56% voted in favour of division. The Assembly's committee system has developed and increased in importance. Witnesses appear before the standing committee on finance (centre left). The Baffin Regional Council established in 1979 (centre right) was the forerunner of similar councils in other parts of the NWT. In November, 1982 Minister of Indian and Northern Affairs John Munro announced the federal government's acceptance in principle of division of the NWT (bottom).

Developing Agreement Among Northerners

Devolution is a word which has often been used by government leaders. It simply means handing over more authority — the right to make decisions — to another level of government. The Government of the Northwest Territories is committed to assist in the development of strong local governments which are able to respond properly to the needs of all residents. The government's policy on devolution to communities, established in 1980, supports maximum local decision-making with respect to the way in which programs are delivered. With this policy in mind, the N.W.T. Legislative Assembly will be considering new ordinances which if enacted will give communities throughout the North greater authority and control over local programs and services.

Communities across the North have expressed strong wishes to develop regional forums to resolve issues affecting all communities throughout each region. The first regional council, the Baffin Regional Council, was formally established in April, 1979. In addition to providing frequent advice to the government on the development of policies, programs and legislation affecting the Baffin, the council has also effectively voiced to the federal government and resource development companies, the goals and concerns of the people of the Baffin regarding resource development in the eastern Arctic.

Since the formation of the BRC, the Kitikmeot Regional Council was established in the Kitikmeot Region in 1980; the Keewatin Regional Council was founded in Baker Lake in April, 1982; and the Deh Cho Council, including Fort Simpson, Fort Providence and the other communities in the Mackenzie-Liard area has been organized. Ordinances formally establishing these three regional councils will be submitted to the Legislative Assembly in 1983 for its consideration.

A Dogrib Tribal Council and a South Great Slave Council are also being organized. Community consultations are being held and preliminary constitutions are being drafted for these councils.

In 1983, the Government of the Northwest Territories will establish a new policy on funding regional councils and will continue to provide support and assistance to communities in the formation of regional political and administrative groupings.

Political change within the N.W.T. alone is not enough. The majority of the people of the N.W.T. are aboriginal citizens that have a vital stake in the current process of reforming the Canadian Constitution to include aboriginal rights. When the Prime Minister of Canada announced in 1980 the intent of the Government of Canada to patriate the Canadian Constitution from Great Britain, the Government of the Northwest Territories responded quickly. Testifying before a special committee of Parliament, it expressed open and public support of patriation of the Constitution and went on record as the first government in Canada to endorse the inclusion of aboriginal rights in the Constitution.

After the Prime Minister and the provincial premiers met in Ottawa in November of 1981 and agreed to take aboriginal rights out of the new Canadian Constitution, the ministers of the Territorial Government, along with a special committee of the entire Legislative Assembly, immediately went to Ottawa, met with members of Parliament and pressed the Prime Minister on the importance of aboriginal rights to the people of the North and to aboriginal citizens across Canada. Shortly after the visit of the Legislative Assembly, the Prime Minister and the provincial premiers agreed to restore "existing" aboriginal rights to the Constitution.

The task now remains for the aboriginal rights of Canada's native peoples to be defined in law. The Prime Minister, the provincial premiers and the leaders of the national aboriginal rights organizations met in March 1983 to reach agreement on constitutional guarantees for aboriginal rights. Because of the efforts and pressure of the Territorial Government, elected representatives of the N.W.T. were invited to take part, both in the March 1983 conference and in the planning meetings leading up to the conference. Through the Constitutional Alliance, representatives of the N.W.T. Government, along with Members of the Legislative Assembly, are working together to propose aboriginal rights that will be equitable for the peoples of the North.

The Inuit, the Dene, the Inuvialuit, the Metis and a growing number of non-aboriginal residents believe that the Territorial Government itself must continue to change in order to reflect the wishes and needs of Northern people for greater self-government. However, change must be based on agreement. As Nick Sibbeston, MLA for Mackenzie-Liard has point out, "Agreement is the key to our future".

A major breakthrough on a process to allow for political consensus building was achieved early in 1982. As a result of discussions initiated by Honourable James Wah-Shee, Minister of Aboriginal Rights and Constitutional Development, with leaders of the major native associations, the Legislative Assembly is actively participating in a Constitutional Alliance. The Alliance representing the Inuit Tapirisat of Canada, the Committee for Original Peoples' Entitlement, the Metis Association of the N.W.T., the Dene Nation and the N.W.T. Legislative Assembly will initiate, through an active public process, the development of common Northern positions and negotiate constitutional reform with the federal government.

On April 14, 1982 residents across the Territories voted in a plebiscite in favour of dividing the N.W.T. into two separate eastern and western territories. The Alliance responded by establishing from its membership a Western Constitutional Forum and a Nunavut Constitutional Forum, for the purpose of developing and promoting the constitutional framework of these territories. Mr. Wah-Shee is chairman of the Constitutional Alliance and the Western Constitutional Forum. The Honourable Dennis Patterson, Associate Minister for Aboriginal Rights and Constitutional Development, is chairmain of the Nunavut Constitutional Forum.

A consensus is gradually emerging that is very close to the Territorial Government's own priority statement on constitutional and political development. The Alliance desires to form a government based on grassroots involvement that reflects the diverse cultural make-up of the North and protects those aboriginal rights defined in aboriginal claims settlements.

All participants also agree that any new governments must have more constitutional authority than the present Territorial Government.

The goal of the two forums is to establish new political jurisdictions. With the announcement in November 1982 concerning federal approval-in-principle of division, the Northwest Territories is hopeful that the efforts of the Alliance will result in new governments acceptable to all Northerners.

Acting More Independently

While people in the Northwest Territories are forming greater consensus on the purposes and kinds of government that are essential in the North, the fact remains that the Government of Canada still controls most of the resources which are needed to provide public goods and services. The federal government must be convinced that Northern people and their government are responsible and deserve a greater share of these resources. This means developing new ideas for greater Northern control of the resources and making other governments, federal and provincial, aware of Northern interests and priorities.

Presently, the Government of the Northwest Territories receives an annual grant from the Government of Canada to finance most of its capital and operating costs. Because the grant has to be re-negotiated every year, the Territorial government is never sure, from one year to the next, what level of funds will be available for programs and services. In addition, the government receives none of the royalties which the federal government collects from resource developments in the North.

Under the direction of the Honourable Tom Butters, Minister of Finance, the Government of the Northwest Territories has developed proposals for greater financial independence for the N.W.T. and has continually pressed the federal government to accept these proposals.

In November 1982 the Honourable John Munro, Minister of Indian and Northern Affairs, announced the federal government's intention to introduce a formula basis for financing government services in the Territories and a discretionary fund for increased expenditures resulting from resource development. With formula financing the Northwest Territories will have more autonomy to set its own priorities.

Improved Government Performance and Public Accountability

Improved performance and public accountability is the goal of any responsible government. As the Government of the Northwest Territories is committed to the priorities which directly affect the public, the government also is determined to operate as efficiently and effectively as possible.

Making Government More Accountable

To further increase public accountability, the government will introduce new methods of measuring the performance of program managers in the preparation of budgets and the planning of new programs. In addition, a policy on evaluation is being developed which will enable the government to determine which programs are meeting the objectives of the Executive Committee and the Legislative Assembly. This policy will complement the Legislature's newly formed Public Accounts Committee, established to ensure the proper management of government finances and to hold the Executive and the government bureaucracy responsible for the administration of the Government of the N.W.T.

As modern government has developed in the North, its functions have become more complex and varied. Many of these specialized activities have been assigned to public boards and committees, such as the Public Utilities Board, the Highway Transport Board, the Worker's Compensation Board and the Student Financial Assistance Review Board. The government has developed a new policy on public boards and will introduce an ordinance respecting boards to ensure that these non-elected boards continue to operate in a manner responsive to the directions of elected ministers and the Legislative Assembly.

To reduce the need to replace government buildings, works and equipment earlier than necessary a training program is being developed for preventive maintenance. This is one way in which the government intends to save funds for programs and services which will directly benefit the public.

Through improved government performance and public accountability the Government of the Northwest Territories will provide funds to be directed towards the achievement of the priorities concerning human and social development, economic development and the development of government.

One method of improving government performance and public accountability is through assigning specialized activity to public boards such as the Labour Standards Board.

Managing Efficiently and Effectively

The public must also be confident that the non-elected public service who are expected to carry out the instructions of the elected leaders of the government, do so efficiently and with impartiality and fairness to every member of the public. The government has developed guidelines for public servants to ensure that their personal activities do not conflict with their assigned responsibilities.

The government also recognizes the importance of training to improve the job skills of public servants, thereby increasing effectiveness and efficiency. Programs for general staff development, such as training for managers to enable them to administer public funds more economically and to improve their personnel management and decision-making skills will continue to be offered. New training programs will continue to be developed.

For further information contact:
Priorities and Planning Secretariat
Government of the Northwest Territories
Yellowknife, N.W.T.
X1A 2L9

POOR

QUALITY

ORIGINAL